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CIA HISTORICAL STAFF

## The Support Services Historical Series

THE OFFICE OF TRAINING, 1 JULY 1951 - 1 JANUARY 1966

VOLUME III: MANAGEMENT AND SUPPORT

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OTR - 7

August 1971

Copy 2 of 3

## W A R N I N G

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THE SUPPORT SERVICES HISTORICAL SERIES

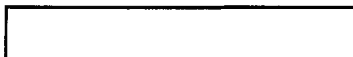
OTR - 7

THE OFFICE OF TRAINING

1 JULY 1951 - 1 JANUARY 1966

VOLUME III: MANAGEMENT AND SUPPORT

*by*



25X1

August 1971

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Hugh T. Cunningham  
Director of Training

HISTORICAL STAFF  
CENTRAL INTELLIGENCE AGENCY

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~~SECRET~~Foreword

It is impossible to pull from the fabric of Agency training all of the threads of management and support activities and examine them as entities in themselves. They have interest and significance only as they are related to the total training mission and only as they contribute to the fulfillment of that mission -- the provision of training programs that meet the needs of the Agency. Because of this close interrelationship, some aspects of management and support are best described within the context of individual training programs. Some aspects can be identified as management and support activities in their early stages but as they develop become elements of training programs and must be described as such. There are a few, however, that can be singled out as primarily management and support -- affecting training programs but not becoming parts of them.

This paper, therefore, omits discussion of some management and support activities so that they may be fully covered in later papers; it identifies some management and support activities and defers full description; and it discusses in some detail those activities that can be identified as primarily management and support. First of all, the status of OTR within the Agency on 1 July of 1956 is described; then organizational development, key personnel appointments, and managerial methods and procedures are traced to 1 January of 1966; and finally, the major activities of the OTR staffs during that period are recorded.

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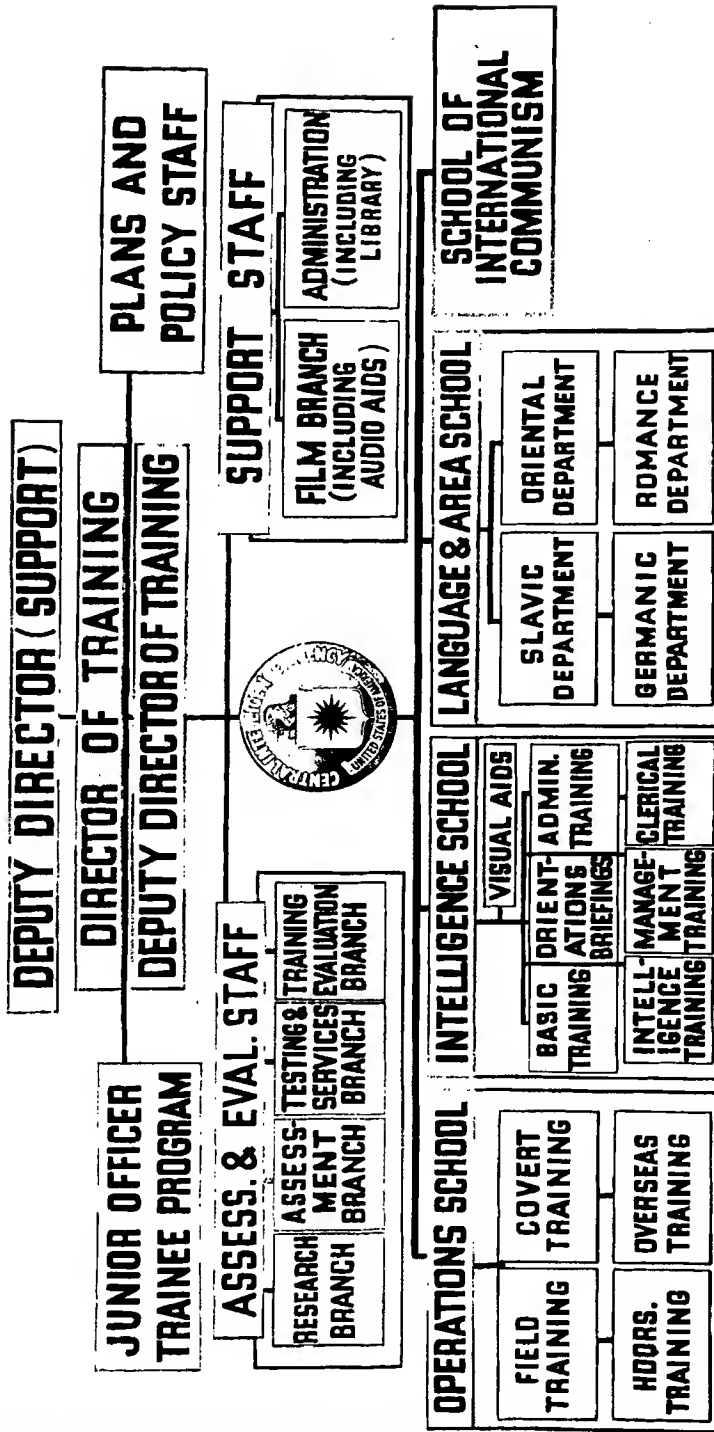
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OFFICE OF TRAINING ORGANIZATION CHART AS IT APPEARED  
IN THE REPORT OF OTR ACTIVITIES, FISCAL YEAR 1956



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THE OFFICE OF TRAINING, 1 JULY 1951 - 1 JANUARY 1966

Volume III: Management and Support

1 July 1956 - 1 January 1966

I. Status of OTR, 1 July 1956

A. Summary of Development

When OTR was established in 1951, it was technically an Office; but it bore no organizational resemblance to other Agency Offices, and it was not a component of any of the three Directorates. It had a Director who reported to the Office of the Director of Central Intelligence, but just what he was authorized to direct was not definitely known. It had a mission, but its mission appeared to be one that already belonged to other Agency components -- part of it to personnel management and part of it to the Clandestine Services (CS). OTR-5 and OTR-6 have traced the dissolution of these clouds of uncertainty.\* By July 1956, the questions had been answered. OTR was, indeed, an

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\* The Office of Training, 1 July 1951 - 1 January 1966, Volume I, Definition and Consolidation, 1 July 1951 - 4 December 1953 (OTR-5); and Volume II, Growth and Development, 4 December 1953 - 1 July 1956 (OTR-6).

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Office and a component of the Support Directorate; the DTR was, indeed, the director of all Agency training; OTR did, indeed, have a clearly defined mission and the responsibilities and authorities that went with it.

In the beginning, the internal organizational structure of OTR was a make-shift expedient dictated by the circumstances of the time. Changes in organization had to come slowly, awaiting the changes in circumstances that permitted them. Naturally, there was an element of trial-and-error in the reorganizations; OTR was a new kind of component in the Agency, and there was no body of experience to provide guidance. Throughout the period from July 1951 to June 1956, then, the organizational structure was in a process of evolution. By July 1956, the process was complete; and OTR had established the internal structure that -- with minor changes -- was to work effectively for the next decade.\*

B. Missions and Responsibilities, 1 July 1956

The ambiguities that had surrounded some of OTR's missions, responsibilities, and authorities for five years no longer existed by

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\* See Frontispiece.

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July 1956. Perhaps the clarification is best illustrated by the statement that appears in OTR's report of activities for fiscal year 1956:

1/\*

The Director of Training is responsible for the coordination, technical supervision, review, and support of all Agency training activities, foreign and domestic. His responsibility with regard to the training of other than staff employees, staff and contract agents, and representatives of foreign intelligence services, except as specifically provided for, will be only for such cases or programs of this type as are referred to him by the Deputy Director concerned. Specific responsibilities are to:

1. Ascertain Agency training requirements and develop, review, and coordinate plans, policies, standards, and programs designed to meet such requirements.
2. Develop and direct, within Office of Training installations, training programs related to the skills and techniques required to carry out the specialized operational activities for which the Agency is responsible.
3. Produce training publications of instructionally useful materials which convey and interpret the intelligence, operational, administrative, and support doctrine of the Agency, and formulate dissemination policy governing the distribution of such training publications.
4. Provide for Agency participation in training programs at appropriate external training facilities, both U. S. Government and private, in the United States and overseas.

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\* For serially numbered source references, see Appendix A.

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5. Be responsible for technical supervision of training activities at overseas training bases.
6. Provide psychological services to the Agency for operational and other purposes.
7. Direct a comprehensive program for the selection, professional training, and career preparation of Junior Officer Trainees in cooperation with appropriate components of the Agency.

It was within the frame of reference established by this statement -- supported, of course, by regulations and directives -- that OTR functioned throughout the 1956-66 period.

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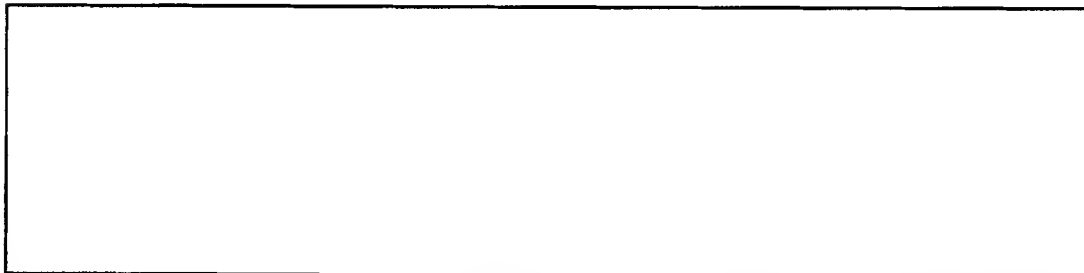
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## II. Organizational Development

The reorganization of June 1956, as recorded in OTR-6,\* combined the Basic Training School and the Intelligence Training School to form the Intelligence School and established the School of International Communism. It also changed the name of the Operations Training School to the Operations School and the name of the Language, Area, and External Training School to the Language and Area School.\*\* 2/

The deletion of "External" in the latter change reflected the transfer of the external training responsibility to the Registrar Branch of the Support Staff. This transfer led to the establishment of the Registrar Staff in May 1958, a staff that reported directly to the DTR. 3/

In April of 1960, another significant organizational change was



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for the training programs, and there were the inevitable clashes that

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\* See footnote, p. 1.

\*\* See Figure 1, p. 6.

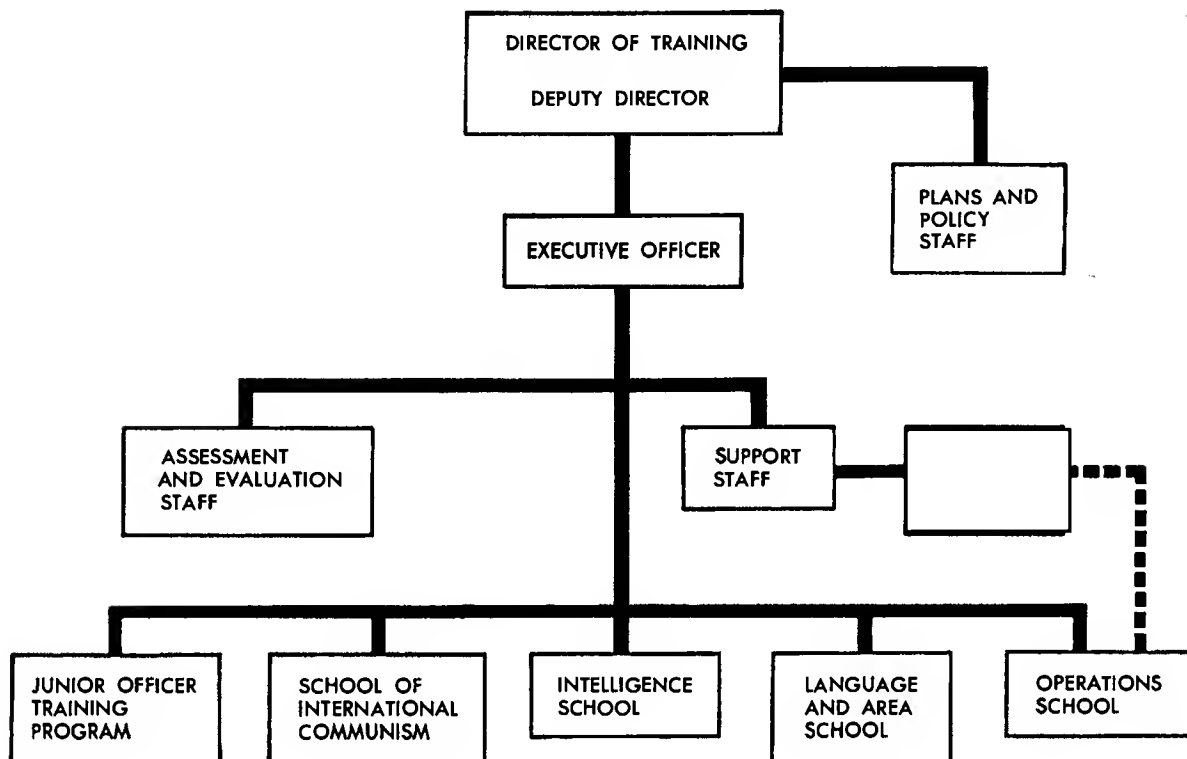
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Figure 1

# ORGANIZATION OF THE OFFICE OF TRAINING

15 June 1956



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ORGANIZATION OF THE OFFICE OF TRAINING AS OF 15 JUNE 1956, SHOWING THE ESTABLISHMENT OF THE SCHOOL OF INTERNATIONAL COMMUNISM, THE MERGER OF THE BASIC TRAINING SCHOOL AND THE INTELLIGENCE TRAINING SCHOOL AS THE INTELLIGENCE SCHOOL, THE CHANGE IN NAME FROM LANGUAGE, AREA AND EXTERNAL TRAINING SCHOOL TO LANGUAGE AND AREA SCHOOL, AND THE CHANGE IN NAME FROM OPERATIONS TRAINING SCHOOL TO OPERATIONS SCHOOL; BY OTR NOTICE NO. 20-56, 15 JUNE 1956.

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come with division of authority. The problem was solved when

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command of all activities and reporting only to the Director of Training. 4/

From April 1960 to the end of 1965, there was only one organizational change of any consequence. That came in January 1965, when area training programs were dropped, the Language and Area School was abolished, and the Language Training School was established. \* 5/ The rationale for this action and the circumstances surrounding it will be discussed in a later volume. \*\* Basically, the action was taken as a result of Agency pressures to reduce costs.

There were a number of minor organizational changes within the schools and staffs during the 1956-66 period, and there were transfers of some training programs from one school to another; these changes will be discussed within the context of the individual schools and staffs

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\* See Figure 2, p. 8.

\*\* OTR-9.

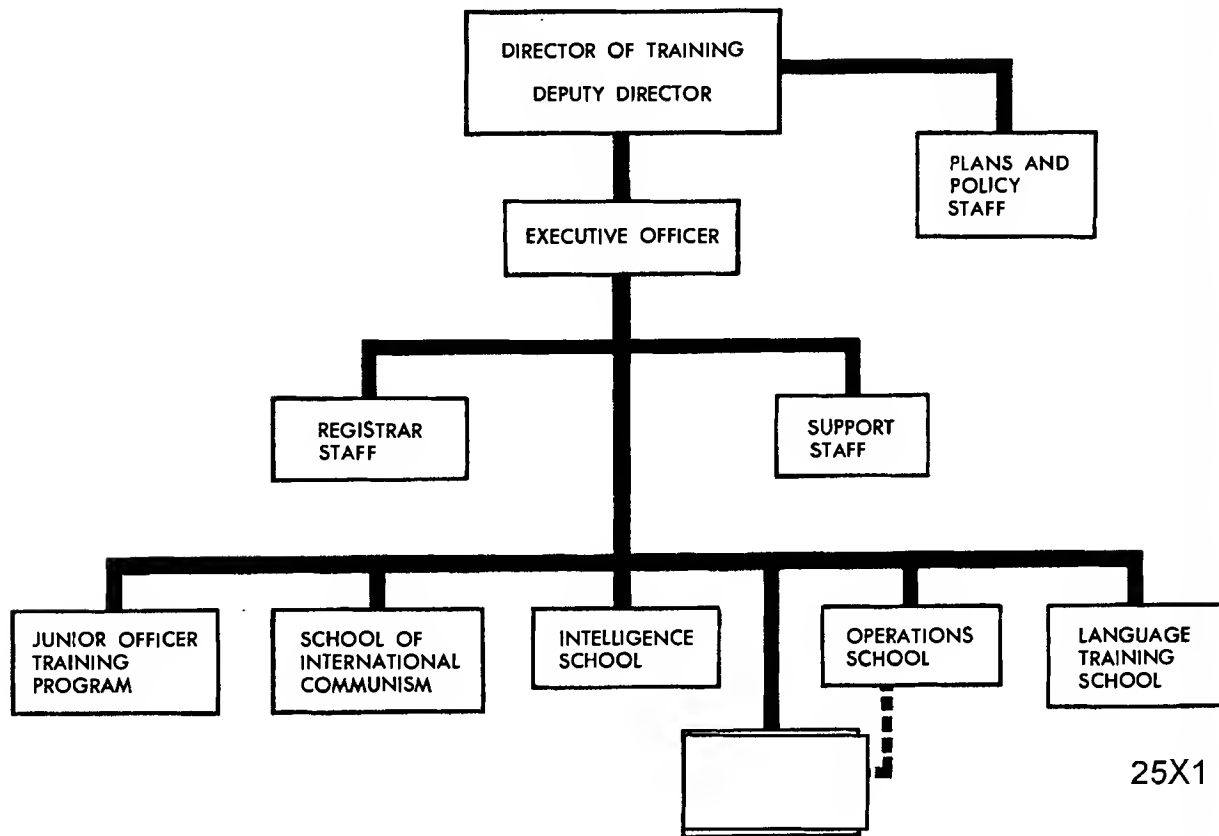
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Figure 2

## ORGANIZATION OF THE OFFICE OF TRAINING

1 January 1966



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ORGANIZATION OF THE OFFICE OF TRAINING AS OF 1 JANUARY 1966, SHOWING THE REMOVAL OF THE ASSESSMENT AND EVALUATION STAFF (TRANSFERRED TO THE DDS MEDICAL STAFF ON 14 NOVEMBER 1962 BY HEADQUARTERS NOTICE [ ] AND THE ESTABLISHMENT OF THE LANGUAGE TRAINING SCHOOL (ON 18 JANUARY 1965 BY OTR NOTICE NO. 1-65 DATED 12 JANUARY 1965) REPLACING THE LANGUAGE AND AREA SCHOOL.

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concerned. The major-component organizational structure, however, remained stable during the period -- with only those few changes mentioned above.

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### III. Key Personnel Appointments

In two of the key positions in OTR, there was no personnel change  
25X1 during the 1956-66 period. Mr. Baird continued as DTR, and  25X  
 continued as Chief of the Support Staff. \* In all other key  
positions, however, there were changes in personnel; and because the  
people in the key positions often determined the nature and course of  
events, they are identified at this point in the narrative.

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\* Brief biographical sketches of key personnel in OTR as of January 1955 are given in OTR-6; the information given there is not repeated here.

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#### IV. Managerial Methods and Procedures

##### A. Rotational Assignment

The pattern of key personnel assignments during the 1956-66 period clearly reflects one of Mr. Baird's most important achievements as a manager of people. Although -- or, perhaps, because -- he himself had had no experience in clandestine operations, he was firmly convinced that operations training could not remain viable without the benefit of first-hand experience in operations. This conviction led to the issuance of an OTR regulation in December 1956 that established procedures within OTR for identifying positions that could be filled by non-OTR officers and OTR officers who should be rotated to non-OTR assignments. 7/ The policy statement in the regulation defined the purpose as being "to improve the quality of training" by bringing in operational experience.

The regulation made it clear that there were two ways of getting the experience into training -- by bringing experienced operational officers in, and by sending instructors into the field to acquire the experience. Mr. Baird chose to combine these two methods, and gradually he worked out an unofficial but effective quid-pro-quo system with the Clandestine Services. Mr. Baird would accept a qualified CS

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officer in an OTR position on a rotational assignment, usually for a period of two years, and the DDP would accept an OTR officer for the same period of time in an operational assignment.

The key-assignment pattern in OTR shows that the positions of Chief of the Plans and Policy Staff and Chief of the Operations School, particularly the latter, were often held by CS careerists; and although a man-for-man exchange could not be demonstrated, for every CS careerist in those positions there was an OTR careerist in an operational assignment. The same procedure worked below the key-personnel level also; CS officers were brought in at the instructor level, both at headquarters and  and OTR instructors went to rotational field assignments in approximately the same numbers. It was in this way that Mr. Baird prevented OTR from becoming parochial and disengaged from the reality of clandestine operations.

In relation to the other Directorates of the Agency, particularly the DDI, the rotational assignment system was less successful. The DDI was reluctant to release people for training courses and doubly reluctant to release people for rotational assignment as instructors in OTR and to accept OTR careerists in DDI positions. Some DDI officers did, on their own initiative, take positions in OTR, but in

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almost every case the DDI insisted on a change to OTR career status.

There were a few exceptions, of course. [ ] for example, was accepted for a rotational tour of duty with the Office of National Estimates and retained his OTR career status. [ ] went to OTR from the DDI and retained his ORR career status -- until ORR tried to recall him for another assignment before his rotational tour had been completed. By the end of the 1956-66 period, some progress had been made, however, and a few rotational exchanges had actually taken place.\*

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B. The Career Service Board

The early development of the OTR Career Service Board is recorded in OTR-6. The Board had been established in 1952 as a small group of senior OTR officers. In October 1954, the membership was expanded to include all of the members of the DTR's senior staff and the senior OTR personnel officer. This format continued throughout Mr. Baird's tenure, and periodically -- sometimes once each month and sometimes at two- or three-month intervals -- the senior staff, after completing its business as a staff, would continue

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\* These exchanges are specified in later volumes.

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in session as the career board. The board had three major functions: to approve rotational assignments, to approve promotion recommendations, and to discuss career preference outlines. The first of these functions was actually a nominal one -- for the reasons discussed in the preceding paragraphs. The other two, however, were of major importance in helping the DTR with his personnel management responsibilities.

In December of 1953, the promotion-panel system had been set up in OTR. 8/ There were three panels: a professional promotion panel, a clerical promotion panel, and a JOT promotion panel. The separate panels considered the appropriate promotion recommendations submitted by the school and staff chiefs and determined which of them should be forwarded to the OTR Career Service Board for approval. The Board then reconsidered them and, in most cases, approved the recommendations. The Board action was not final, of course. The Board could approve the recommendations, but only the DTR had the authority to approve the actual promotions; and there were times when the DTR, wearing the hat of the chairman of the board, permitted the Board to approve recommendations and then abruptly donned his Director of Training hat to negate the Board's action.

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In March 1959, the promotion-panel system was changed. 9/ The three separate panels were eliminated and a single panel, the OTR Promotion Panel, was established. There were seven voting members of the Panel, usually senior OTR officers just below the school-and-staff-chief level, appointed by the DTR. There were also a secretary and a recorder -- non-voting members supplied by the Personnel Staff. The Panel considered recommendations for promotion of all OTR personnel up to the GS-11 level -- that is, up through promotions from GS-10 to GS-11. All promotions to GS-12 and higher grades were handled by the OTR Career Service Board.

In December 1961, the "competitive ranking" procedure was introduced as a basis for recommending promotions. 10/ Both the Panel and the Board, within their grade-level responsibilities, ranked all OTR employees in each grade. Schedules for these ranking meetings were drawn up, and guidelines were established; each grade was ranked each year. This ranking procedure did not eliminate individual promotion recommendations, but -- in theory at least -- it did identify those people who should be recommended for promotion. Actually, it engendered a considerable amount of support-swapping, a time-honored maneuver in the democratic process; one school or staff chief

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supported another's favorite candidate for high placement with the understanding that the favor would be returned. In spite of that, however, the competitive-ranking procedure did provide a firmer basis for recommending promotions and for evaluating the recommendations after they were submitted.\*

The career preference outline was introduced by Mr. Baird in October of 1954. Up to that time, the responsibility for providing career guidance in OTR had been left to the school and staff chiefs, and because it was neither systematized or regulated it was all too often neglected. On 14 October 1954, an OTR regulation was issued, establishing specific procedures for preparing and submitting "Individual Career Development Plans." 11/ In June of 1956, the regulation

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\* The competitive-ranking procedure was adopted by OTR from the ill-famed "701 Exercise," an Agency-wide project to effect the "separation of surplus personnel." This project was announced on 10 February 1961 by CIA REGULATION No. [ ] It required each Agency career service to identify all people in the career service who should be considered "surplus" and should be "separated." One of the required procedures was the development of a "relative retention list" in each career service, which meant that all people had to be ranked according to their usefulness. Those at the bottom levels of the list, then, were considered surplus and were to be separated. In OTR the 701 exercise created agony, anger, and outright defiance -- as it did in those other Agency career services that took the regulation seriously. Most senior OTR officers felt that the only good that came out of the exercise was the concept of competitive ranking.

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was reissued in revised form. 12/ The career development plan was changed to a "Career Preference Outline," and the requirement was applied to all OTR careerists -- the earlier regulation did not apply to personnel at the school-and-staff-chief level or to personnel on rotational assignment outside OTR.. The revision also restated the policy involved, assigned responsibilities, defined procedures, and established schedules for submission of the outlines to the promotion panels and the career board.

For about a year thereafter, the panels and the Board held special meetings for the consideration of career preference outlines. Some of these meetings were very long ones, and many of the members of the panels and the Board had no first-hand knowledge of the people whose career plans were being discussed. In August 1959, Mr. Baird decided to change the board procedure. A notice was issued stating that for purposes of considering career preference outlines the Board would consist only of the DTR, the DDTR, and A&E staff representative, the school or staff chief concerned, and the Board secretary. 13/ Under this system, the outlines submitted by all people in one school or staff were discussed in a single meeting; one meeting was held each month, January through November. 14/

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The purpose of the career preference outline was, of course, to give each OTR careerist an opportunity to state precisely both his short-term and long-term career goals and to suggest the training and the assignments that would help him reach those goals. Approval of the outline by the OTR career board was an indication that every effort would be made to help the employee follow his career plan. In actual practice, relatively few of the career plans were carried out; the pressures to get the training jobs done made it difficult to release people for planned training and reassignment, and shortages of manpower and money increased the difficulty. In retrospect, it seems that the career-preference-outline concept was basically sound but in the face of practical realities it didn't work very well. Eventually, most employees began to consider it a generally useless exercise.

### C. The Training Selection Board

#### 1. Background

Before OTR was established in 1951, the selection of Agency officers for external training had been done by the individual components of the Agency. In July 1951, an External Training Division was established in OTR, and thereafter efforts were made to systematize the selection and processing of external trainees. In

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September 1951, as a consequence of Mr. Baird's proposal of an Agency career development program, a CIA Career Service Planning Committee was established. 15/ In June 1952, this committee recommended that a CIA Career Service Board be established, and that was done. 16/ One of the assigned responsibilities of this Board was to select officers for external training at the senior-school level and make recommendations to the DCI. OTR was assigned the job of processing the appointments.

As recorded in OTR-5, the CIA Career Service Board never really performed; the Agency components had not seriously accepted Mr. Baird's career development concept, and the selection of candidates for senior-level external training was a somewhat onerous task that could be delegated. The Board continued to exist, however -- in name, at least\* -- but it became a sort of ad hoc group the sole mission of which was the selection of officers for external training. Mr. Baird, representing the DCI, was chairman of the group, and the Directors of Personnel and Communications attended the meetings as representatives of the DDS. The DDI and DDP representatives,

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\* In the late 50's the name was changed to the CIA Career Council, and by late 1962 it was called the Career Training Board. 17/

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however, were relatively junior administrative officers. The meetings were held -- when called by the chairman -- in the DTR's conference room. All of the paper work was done by OTR officers --

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through the middle 50's and then by

Because procedures for nominating candidates were not clearly defined -- any Agency component could nominate one or more of its officers, or any Agency officer could nominate himself without component endorsement -- the selection process itself was often confused and sometimes capricious. The result was that frequently the selections were not good ones; some of the selected people damaged the Agency's image in the senior service schools, and some of the people selected were those for whom their components had "no other suitable assignments."

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Apparently this came to the attention of the DCI, for in August of 1963 the Executive Director, then Mr. Lyman B. Kirkpatrick, sent an action memorandum to the Director of Personnel through the DDS stating that "This is to advise you that the DCI has indicated that he wants the Agency to make a particular effort to insure that our attendees at the Senior Service Schools and the Foreign Service

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Institute courses are the best representatives that the Agency can provide." 18/ Obviously, something had to be done to improve the training selection system.

2. Action

By the fall of 1963, [ ] had been OTR Registrar for five years and had been closely involved in the external training problem for almost ten years. In a weekly activity report to the DTR early 25X1 in October of 1963, [ ] suggested that the ills of the training selection system might be cured by the creation of a CIA training selection council, and he outlined the composition and function of such a council. On 18 October, the DTR sent to the DDS, Col. White, the full 25X1 text of [ ] suggestion with a covering memorandum stressing the points of greatest importance and recommending adoption of the suggestion. 19/

Col. White's reply was dated 1 November 1963. The first paragraph was this: "Your suggestion that the Agency establish a training selection council appears to be in accord with the desire of the Executive Director as expressed in Action Memorandum No. A-304, a copy of which is attached." In Col. White's handwriting at the bottom of the memorandum is this notation: "Also please see Gen.

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Carter's memo attached." 20/ Between 18 October and 1 November, obviously, Mr. Baird had done some channel-skipping. An experience-founded conjecture would be that on or soon after 18 October, he hand-carried to Mr. Kirkpatrick a copy of [ ] suggestion and his own covering memorandum addressed to the DDS. The action memorandum referred to in Col. White's 1 November memorandum was dated 24 October, and it was addressed to the DDS. It did not mention Dr.

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25X1 [ ] suggestion or the DTR's covering memorandum, but it included the substance -- and much of the wording -- of both. 21/ It directed the DDS to "take forthwith the necessary action to establish a permanent CIA Training Selection Board."\* It defined the purpose and function of the Board, it stipulated that the DTR would be the chairman, and it defined the membership as the Director of Personnel or his deputy and representatives of the four Directorates and of the Comptroller's office. "Gen. Carter's memo" referred to by Col. White was a memorandum from Gen. Marshall S. Carter, then the DDCI, addressed to the Executive Director and saying that he, Gen. Carter, was "in full accord with" Mr. Kirkpatrick's action memorandum. 22/

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\* Apparently Mr. Kirkpatrick preferred "Board" to "Council."

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It would appear that in this particular channel-skipping venture, Mr. Baird violated one of his own basic rules about channel-skipping -- when you do it you keep interested parties informed. The second paragraph of Col. White's 1 November memorandum asks Mr. Baird to go ahead with the drafting of a specific proposal and indicates the important factors to be considered. In the third and final paragraph, there is a thinly veiled reprimand: "I would like to review your proposal before you submit it for any form of coordination or discuss it with anyone else. . ."

Col. White's memorandum was referred to  for 25X1 action, and work began at once on the drafting of a CIA notice announcing the establishment of the CIA Training Selection Board. By 25 November, the draft had been completed, and on that date Mr. Baird sent it to the DDS with a covering memorandum recommending approval and publication. 23/ There followed a remarkably brief coordination process, during which some changes were made in the language of the draft, and the official notice was issued on 18 December. 24/

The notice stated that the Training Selection Board was established as of 1 January 1964. The Director of Training was designated permanent chairman and the Director of Personnel or his deputy

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as a permanent member. The other members were to be one designated by the Executive Director-Comptroller and one designated by each of the Deputy Directors.\* There was also a provision authorizing the chairman of the board to invite representatives from the various career services. The board was to be responsible for the selection of candidates for assignment to the Senior Defense Colleges, the Senior Seminar in Foreign Policy at the Department of State, and the Advanced Management Program at Harvard University; standards and procedures for selection were defined in general terms, and the notice stipulated that the board would submit recommendations to the DDCI, who would make final selections. The notice also specified that the heads of career services were the only ones who could make nominations, and that these would be submitted annually in response to a notification issued by the chairman of the board.

Among other provisions contained in the notice was the assignment to the Training Selection Board of the responsibility for continuous review of the Midcareer Training Program. This program,

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\* The DTR and the D/Pers served on the Board in dual capacities -- as permanent appointees representing the DCI and as Heads of the OTR and O/Pers Career Services. Neither served as a representative of the DDS.

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which had been initiated in 1961, was established early in 1963 and actually started in October 1963. Although it was set up as a staff activity, it was actually an Intelligence School project and it is described in a later volume.

The Training Selection Board functioned effectively from the very beginning. The earlier elements of haphazardness had been eliminated, and standards and procedures had been clearly defined. OTR provided a permanent secretary for the Board, and the OTR Registrar Staff processed all of the necessary paper work and gave continuing support to Agency officers during their external training assignments.

Within a year, however, it became apparent that the "invitational membership" provision in the chairman's authority was resulting in an imbalance -- a majority of the people who sat at meetings of the Board represented the DDS career services. In November 1964, the Executive Director called the attention of the DDS to this situation and suggested that the membership section of the original notice be revised. 25/ In June 1965, the revision was made when the content  
25X1 of the notice, [ ] was incorporated in a CIA regulation, [ ] 25X1

26/ The regulation contained this provision for membership:

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The Director of Training is Chairman of the Board and represents the Executive Director-Comptroller. Permanent members are the Director of Personnel, who represents the Deputy Director for Support, and three representatives designated by the Deputy Director for Science and Technology, the Deputy Director for Plans, and the Deputy Director for Intelligence, respectively. Each of these representatives shall be a member of one of the Career Services under the jurisdiction of the Deputy Director concerned.

In summary, it should be said that the Training Selection Board was one Agency-wide training effort that really worked. With the full support of the Executive Director and the DDCI behind it, the Board was not considered a place to put a junior administrative officer who could be spared from other duties. In addition, selection by the Board became an outstanding honor for an Agency officer; the Directors and the career services within them were most eager to have their interests protected, and top-level officers were quite willing to sit as members of the Board. Mr. Baird and [ ] in planning and developing the Training Selection Board, solved a nettlesome problem in a most effective way, and they deserve recognition for it.

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## V. The Plans and Policy Staff

### A. Function

More than any of the other OTR staffs, the Plans and Policy Staff (PPS) served as the working administrative arm of the DTR. Although the missions and functions of the staff were specified in an official statement, the actual function of the staff was not determined or limited by the statement. As Mr. Baird said, in reference to the statement, "Government gobbledegook. The PP Staff did what I told them to do." 27/ Perhaps the best way, then, to describe the activities of the PPS during the 1956-66 period is to identify the kinds of things that the DTR "told them to do" and give some specific examples.

### B. Preparation of Reports

A necessary part of OTR's business was the preparation and submittal of the various kinds of reports required by the DDS or one of the elements of the Office of the DCI. Some of these were routine information reports, some were periodic reports required for budgetary planning or as parts of Agency reports to the administrative or legislative arms of government, and some were special-purpose reports required by a particular situation or project.

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# 1. Routine Information Reports

One of the routine, continuing tasks of the PPS was the preparation of the DTR's weekly activities report to the DDS. As noted in an earlier volume,\* one of the DTR's management tools was the requirement of weekly activity reports from the OTR schools and staffs. In preparing these reports, the school and staff chiefs got component reports from their faculties and branches and sent them on to the DTR with a covering memorandum that filled any gaps left by the component reports. All of these reports went to the DTR, and he would read them all.\*\* He checked every item that he thought should go to the DDS, either for his own information or for mention at the DCI's staff meetings, and the DTR then checked those items about which he wanted more information.

From the DTR, the OTR weekly reports went to the PPS; the staff would get the additional information requested and then prepared the DTR's report to the DDS, including all of the items that Mr.

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\* OTR-6, p. 42.

\*\* Throughout his tenure as DTR, Mr. Baird made a practice of arriving at his office at 0600 on most working days. Between 0600 and the beginning of the business at 0830, he would read all of the paper that had come to his desk the preceding day.

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Baird had checked. This was a routine job, but it was a most important one; Mr. Baird considered it one of the most effective ways of maintaining communications upward and, in addition, an excellent method of keeping a record of OTR activities.

## 2. Periodic Reports

Perhaps the best example of the reports required by the Office of the DCI was OTR's contribution to the Agency's report to the President's Board of Consultants on Foreign Intelligence Activities -- later the President's Foreign Intelligence Advisory Board. Until April of 1964, this report was submitted semi-annually, and thereafter annually. 28/ The request for OTR's contribution came from the Special Planning Assistant to the DDS and was next referred to PPS for action. The Chief of the PPS then sent to all OTR school and staff chiefs a request for submittal of reports of "the outstanding accomplishments and measures taken to improve the quality of your activities" during the period to be covered. 29/ The responses from the school and staff chiefs varied with their individual interpretations of "outstanding accomplishments." In March 1960, for example, the Chief of the Operations School reported that he had "no item to submit

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which is of sufficient significance to warrant inclusion in subject report." 30/ At the same time, the Chief of the JOTP submitted four full pages of "outstanding accomplishments." 31/

It was the job of the PPS to cull from the longer reports of the school and staff chiefs those items worthy of inclusion in the OTR report and go back to the more laconic reporters with suggestions of items that they may have overlooked. The OTR report was then compiled, submitted to the DTR for approval and signature, and then sent to the DDS. Needless to say, the OTR report was pared down for inclusion in the DDS report to the Office of the DCI, where the DDS report was pared down for inclusion in the Agency report. The fact that the final Agency report might contain only a few lines about OTR activities did not diminish in any way the importance of the job done by the PPS.

### 3. Special-Purpose Reports

Most of the special-purpose reports produced by the PPS were the product of extensive staff work involving investigation, research, compilation of data, and evaluation. They usually provided the DTR with the information he needed as a basis for a major decision.

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The decision usually affected one of the OTR activities within a school or staff, and the examples cited here are fully developed later within the context of the school or staff concerned.

One example was the PPS work that led to the initiation of the Language Development Program, a program that had a major effect on the activities of the Language and Area School. Another was the PPS report that led to the abandonment of the  training activity in 1962. A third example was the PPS report that provided the data leading to the DTR's 1965 decision to abolish the Language and Area School and establish the Language Training School. These were but three of many special-project activities through which the PPS provided the administrative support that the DTR needed.

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C. Liaison

In addition to its major job of compiling and coordinating reports and doing the necessary background staff work involved, the PPS functioned as the DTR's liaison service. It is difficult to pinpoint specific examples of this kind of work because most of it was done as informal coordination or as an expediting activity. For example, OTR's relationships with the DDP were concerned mostly with course development and content -- the primary concern of the

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Operations School -- and the rotational exchange of instructors -- the primary concern of the OTR personnel staff. The PPS, however, did most of the ground work for both of these activities; preliminary informal agreements were worked out by the PPS, and these formed the basis for later official action.

The PPS carried on the same kind of basic liaison in matters of budget and finance. Officially, OTR's budgetary activities were handled by the budget and fiscal branch of the Support Staff, but the PPS provided most of the guidance. Also, when OTR began to explore the automation of the registrar's records and the computer processing of some of the work of the A&E Staff, the PPS worked closely with the Agency's computer services group. 32/

Other liaison services provided by the PPS included coordination of mutual-interest training activities with the Department<sup>ment</sup> of State and the various Defense Department schools, contact with non-government organizations that offered training programs and equipment, and the coordination of issuances -- both OTR and Agency regulations and notices.

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~~SECRET~~D. Coordination of OTR Activities

Still another kind of task assigned to the PPS by the DTR was that of coordinating activities that involved many or all elements of OTR. For example, early in February 1961 the Potomac River threatened to reach flood stage, and several CIA buildings, including those in the Potomac Park area where most of OTR was quartered, were in danger. A flood alert was issued and the PPS was assigned the crash mission of creating a flood plan to be activated should the flood actually strike. On 21 February, the PPS reported to the DTR that "all components of OTR have essentially completed their planning and initial preparations as required by Alert A for the potential flooding of the Potomac Park area." 33/ The flood did not actually come; but if it had come, OTR was prepared for it.

Another example of this kind of OTR coordination activity was the development of plans for the relocation of all OTR elements in the event of a national emergency that might endanger the Washington area. Still another was the detailed planning of OTR's 1962 move into the new Headquarters Building at Langley; although the move itself was carried out by the OTR Support Staff, the PPS was responsible for the planning of both the allocation of space in the new quarters and the

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actual movement of equipment and materials. Ironically, perhaps, the PPS had to do it all over again less than two years later, when OTR was moved out of Headquarters to the Broyhill Building.

These, then, were the various and varied functions of PPS during the 1956-66 period. It is difficult to assign a value to the services performed; the staff did what Mr. Baird "told them to do," and more often than not their achievements were obscured by the later development of the school or staff programs that their groundwork had made possible.

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## VI. The Support Staff

### A. Introduction

The activities of the OTR Support Staff up to 1 July of 1956 have been covered in the preceding chapter. The development of two special support projects, [ ] has been covered in part. The present discussion of the Support Staff will continue the coverage of these two special projects and will describe and exemplify other staff activities throughout the 1956-66 period.

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As of 1 July 1956, the official statement of the functions of the Support Staff was this:

This staff provides the administrative and support services needed by the Office of Training. More specifically, it has the following fields of responsibility:

1. Personnel, supply and transportation, budget and fiscal matters, records management, student registration, security, student briefing and processing.
2. Library services, editing and reproduction, audio and visual training aids.
3. Production of training films.
4. Administration and maintenance of the [ ]

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[ ] 34/

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A few "sample statistics" to indicate the magnitude of support provided were cited in an OTR report covering activities during fiscal year 1956:

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[REDACTED]  
Prepared 53 bibliographies and serviced 807 reference requests.  
Wrote and produced a 17-reel training film.

[REDACTED]  
Projected 1,067 moving picture films. 35/

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The official statement of the functions of the Support Staff in 1956 and the "sample statistics" provide a good general summary of the nature of the staff's activity during the entire 1956-66 period. Some of the 1956 functions and responsibilities were shifted to other OTR components during the period, of course, and these shifts will be noted below. First, however, the development of the [REDACTED] and

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[REDACTED] projects will be covered.

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a required course for all professional employees. The original plan for the series was that there would be five parts in sequence, each part a film by itself that could be used alone. Later, parts IV and V were combined as a single film.

25X1 Mr. [ ] the chief of the film production unit, began work on the script in 1960; by July of 1961, Part I had been written, coordinated, and filmed, and an "interlock" showing had been scheduled. 41/ By that time, the filming of Part II was about half completed, and the script for Part III was being reviewed by the offices of the DDI. 42/ About a year later, Parts I and II had been completed and were being used in Intelligence School courses, and the shooting of Part III was almost completed. 43/ By July of 1963, Part III had been completed, and the script for Part IV -- the final part -- was finished and in the coordination process. 44/ Part IV was completed and in use by the fall of 1964.

For almost four years, a major part of the total effort of the film production unit was devoted to the production of the DDI series. In addition, a large number of Agency employees not connected with the film unit had spent hours, or days, away from their jobs to supply the casting requirements of the series. Whether or not the heavy

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investment of time, money, and effort achieved results of comparable value is highly questionable. The various parts of the series were used, of course; but the use became less and less frequent, and by 1966 the series had been discarded. The fault, if there was one, was not in the making of the films but rather in the changing attitudes of DDI officials toward the series. Those DDI officers who had approved the scripts either left the Agency or were transferred to other positions; their successors, who had not approved the scripts, did not endorse the films' treatment of DDI activities. In addition, of course, there were changes in the DDI organization and changes in intelligence production procedures -- changes that made parts of the films inaccurate or obsolete. Whatever the reasons, the actual training value of the DDI series must be considered dubious.

## 2. Academy Anonymous

Although there is no official record of the origin of the project to make a film covering activities  it appears that the idea was suggested by Mr. John McCone when he was DCI. 45/ Apparently Mr. McCone had in mind the use of such film to supplement his briefings of Congressional committees; he

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suggested a ten-minute treatment.\* Col. White, then the DDS, considered a ten-minute treatment too brief and suggested a twenty-minute treatment. In January 1965, Mr. [ ] was directed to go ahead with the writing of the script and the production of the film. 46/

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By September 1965, the script had been completed and coordinated, and actual production had begun. 47/ At this time, the project was called "Briefing Film for Admiral Raborn;" the "Academy Anonymous" title was given it at some unrecorded point in the final processing of the film. By 10 November 1965, all scenes of [ ]

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25X1 [ ] had been completed; only a few Headquarters scenes remained to be shot, and they were to be finished by 12 November. Editing and processing had begun, and a viewing of the finished film was scheduled for the end of December. 48/ The projected schedules were met, and the film was completed and shown before the end of the year.

"Academy Anonymous" ran twenty-five minutes. It was shot in full-color sound, and it stressed the more colorful and more audible aspects of paramilitary training activities [ ]

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[ ] Although it was obviously open to criticism

\* To what extent the origin of this project was an example of the "troublesome priest" aspect of management was never determined.

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because of its use of the spectacular and its omission of the nitty-gritty of operations training, it served the purpose for which it was intended; it was a slick job and a highly professional one.

### 3. Other Productions

During the period from 1 July 1961 to the end of 1965, the film production unit was involved in the making of two films in addition to the DDI series and Academy Anonymous. These were the "Résumé" film and the film on "Hostile Audio Counter-Measures." The Résumé film was suggested by Mr. Kirkpatrick, the Executive Director, early in 1963. It was to serve the purpose of supporting high-level briefings for groups such as the National War College class and the State Department's Senior Seminar that came to the Agency for orientation and familiarization. Actually, this film was a cut-and-splice project involving the selection of segments from training films already completed and putting the various selections together with appropriate subtitles and voice-over commentary, to give the viewers a sampling of the kinds of training activities that were carried on in the Agency. The project was completed in December 1963.

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Production of the Countermeasures film began in March of 1965, with a completion date set for August of 1965. By 15 July, the film had reached the "rough-cut" stage and was shelved so that the film unit could devote full time to Academy Anonymous. Work did not resume until January of 1966, and the film was completed in April. The Countermeasures film was produced at the request of the Office of Security and was used primarily for the briefing of Agency personnel and their dependents who were going to overseas assignments.

D. Organizational Changes

1. Library Services

When OTR was established in 1951, it inherited from the OSO/OPC Training Division a small collection of books and other publications related to intelligence activities. The collection was not a library, as such; but it served a purpose, and the Agency library was available to those who needed full library resources. The Agency library, however, was in a different location, and use of its facilities involved considerable inconvenience. Gradually, with the help of central library personnel, an OTR library came into being. Although it was considered a "branch" of the main library, it was an OTR component, and most of the personnel were OTR careerists. In the early

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1950s, the OTR library was located in Alcott Hall, and by the mid-50s had been moved to the second floor of the Recreation and Services Building. Administratively, the OTR library was a component of the Support Staff, as was the small library [REDACTED]

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The OTR library was but one of several component libraries in the Agency, all of them more or less autonomous and all of them using the facilities and services of the main library, a component of the Office of Central Reference (OCR). In mid-1957, a program of library consolidation was launched with the purpose of bringing all component libraries under the direct control and management of OCR. In November 1957, it was announced that the library of the Office of Training was transferred to OCR and would thereafter be known as the Training Library, OCR. \* 49/

Apparently the November announcement was premature, for the actual transfer did not take effect until February 1958. 50/ The transfer did not affect the location of the training library. It remained in the R&S Building until April 1962, when OTR was moved into the new Headquarters Building. At that time, because of the

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25X1 \* The library [REDACTED] continued to function as an OTR unit.

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immediate accessibility of the main library, the training library was abolished. It was not reestablished when OTR was moved out of Headquarters to the Broyhill Building less than two years after. By the end of 1965, there was still no training library, as such, but remoteness from the main library facilities had already begun to develop pressures that led to the later establishment of an OTR library patterned after the one that existed before the 1958 transfer.\*

## 2. The Registrar Function

During the early years of OTR, the registrar function had been a minor one involving the recording of student enrollment and course completions. The work was handled by one or two people supervised by the Chief of the Support Staff. In 1957, the responsibility for handling all matters related to external training was shifted to the Registrar, and the function became much more complicated and required more people to handle it. In addition, the maintenance of

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25X1 \* Early in 1969, an OTR Library Branch was established as a component of the OTR Instructional Services Staff, with [redacted] [redacted] incidentally, had come to OTR from an ONE librarian position in May of 1952 and had been instrumental in establishing the first OTR library. In November 1967 the Inspector General had recommended that an OTR Library be established.

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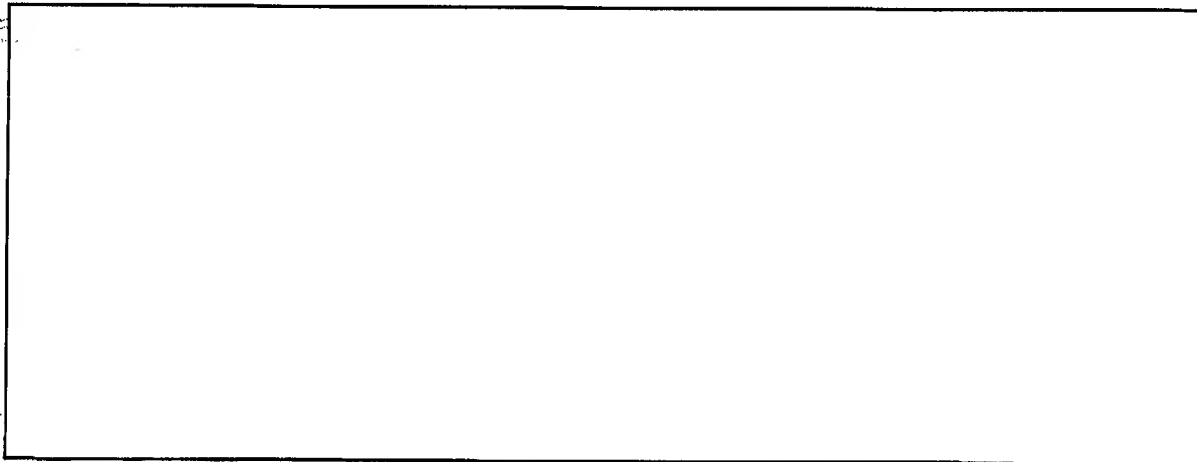
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systematic records became a much greater task as OTR's activities expanded, and the ever-increasing requirements for statistical reports became a burden.

By early 1958, it had become apparent to Mr. Baird that the registrar function was a major staff activity. In May 1958, an OTR notice announced the establishment of a Registrar Staff. 51/ Dr.

25X1 [ ] was appointed Chief of the staff, which consisted of the Chief, a deputy chief, and three branches -- Information, Process-  
25X1 ing, and Standards. [ ] had been serving as Chief of the Registrar Branch of the Support Staff since March of 1957. The activities of the Registrar Staff from May 1958 to January 1966 are described later in this volume.

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\* See Figure 3, p. 56.

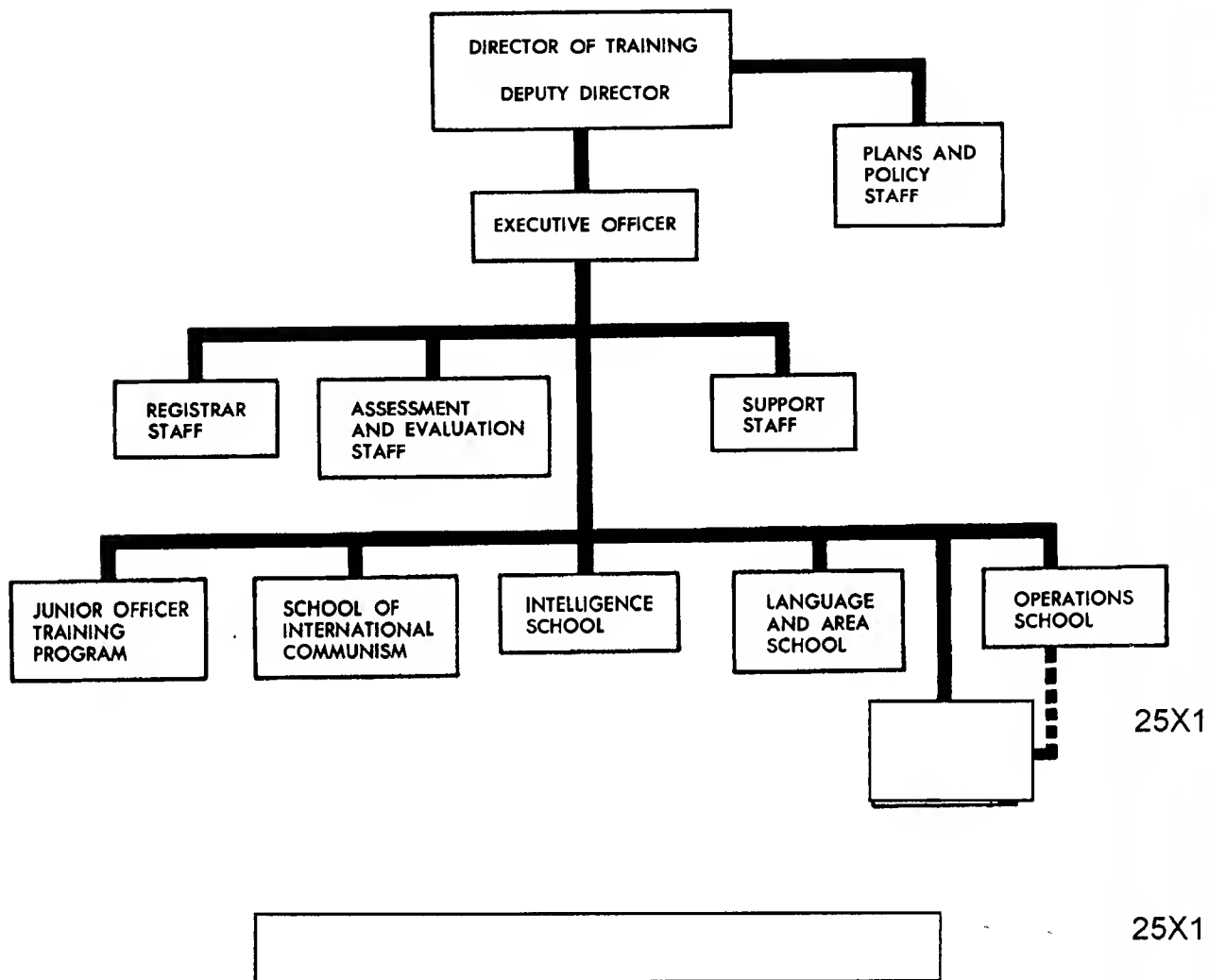
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Figure 3

# ORGANIZATION OF THE OFFICE OF TRAINING

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practice they reported directly to the DTR. Because he was intensely concerned with all matters affecting OTR people, Mr. Baird insisted that there be no administrative barriers between himself and the officers who handled personnel actions. The result was that the senior OTR personnel officer actually functioned as a senior staff officer, with a direct access to Mr. Baird at any time and with direct participation in the functions of the Career Service Board and the Training Selection Board.

In addition to the routine procedures of processing personnel actions and keeping personnel records, the personnel officers had other tasks. They did much of the unofficial exploration and preliminary negotiation in arranging rotational assignments, they did the liaison work with the Agency medical staff when that was necessary in the solution of problems involving the health -- sometimes the mental health -- of OTR personnel, and they handled various special problems -- the difficult procedures required by the "701 Exercise," for example.\*

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\* See the footnote, p. 25, above.

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The Budget and Finance Branch of the Support Staff, unlike the Personnel Branch, worked directly under the Chief of the staff and reported only to the Chief, who was the actual OTR finance officer. In addition to the routine processing of travel and TDY payments and other expenditures of OTR funds, the branch prepared budget estimates, both periodic and special, developed the financial data for annual reports, and maintained records of all financial matters.

The Supply and Transportation Branch was the logistics unit of the staff and performed all of the various duties required in the logistical support of OTR activities, including such onerous tasks as allocation of parking spaces and the movement of OTR components or of OTR itself from one location to another. The security officer was assigned to the OTR Support Staff by the Office of Security and served a rotational tour of duty. He reported directly to the Chief of Staff, and in addition to his routine physical security chores in OTR he served as a direct liaison link with the Office of Security in handling special clearances for OTR personnel and temporary clearances for non-Agency groups brought in by OTR for special programs. The function of the records management officers was primarily that of systematizing and expediting the retirement of OTR records.

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One of the support staff's major services to OTR was the provision of audio and visual aids to support training activities. The work of the film production unit has been covered in some detail. In addition to the capability of producing films, the audio aids group had capabilities for procuring and screening films, arranging public address systems, recording lectures, providing video-tape equipment for training use, and devising closed-circuit television systems for special pro-

25X1 grams --  The visual aids unit of the staff was composed of a group of professionally trained artists. In addition to the provision of the usual visual aids for classroom use, this group prepared the art work for OTR publications and -- one of their major jobs -- the graphics for use in the many briefings that the DTR and his senior staff people gave to high-ranking officials of the Agency.

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## VII. The Assessment and Evaluation Staff

### A. Introduction

The general missions and functions of the Assessment and Evaluation (A&E) Staff during the period from December 1953 to July 1956 have been described in OTR-6. The present coverage will describe A&E activities from the end of that period to March 1962, when the A&E Staff was transferred from OTR to the DDS Medical Staff. Obviously, it would be impossible -- and unprofitable -- to record these activities in detail; therefore, this section will trace organizational development of the staff during the 1956-62 period and then will identify the kinds of services that the staff provided and give examples. As a starting point, it is useful to reestablish the general nature of the staff's activities by quoting the DTR's statement of functions and major accomplishments during the fiscal year 1956: 53/

### Functions

This Staff provides psychological services to the Agency for operational and other purposes, including: the psychological assessment of individuals under consideration for specific duty assignments; the testing and evaluation of individual aptitudes and proficiencies, in training and other situations; and the development and application of psychological techniques and services for selection, training, and operational purposes.

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### Significant Activities of FY 1956

The number of individuals assessed has increased about 23% over FY 1955, largely because of the adaptation of our procedures to the special and particular needs of requesting officials. Covert Assessments have been improved by the collection of all known tests in foreign languages. Information concerning current tests and procedures, which has been developed on a research basis, has also strengthened the assessment process.

The marked progress in training evaluation is reflected in the comments of a consultant who is extremely able and well informed in this field. He writes, "I think the evaluation program being developed is better than any I have encountered in any educational institution of any kind." Professional assistance in developing training evaluation has been concentrated in the clandestine courses [redacted]

In addition, consultative assistance was provided for 17 other courses. A total of [redacted] evaluations were processed and 214 memoranda prepared as a further assistance in helping the consumer interpret the evaluation. [redacted]

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The geographic range for the testing of Junior Officer Trainee applicants was greatly extended [redacted]

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The range of this program will be further extended by a consolidation with the field testing program of the National Security Agency.

Psychological testing for the selection, placement, and training of professionals and clericals, applicants and employees, appears to have stabilized at about [redacted] per year. Procedures for processing test data have been streamlined through

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mechanization and the development of readily accessible files. Man-hours saved have made it possible to provide increasing services with little increase in personnel.

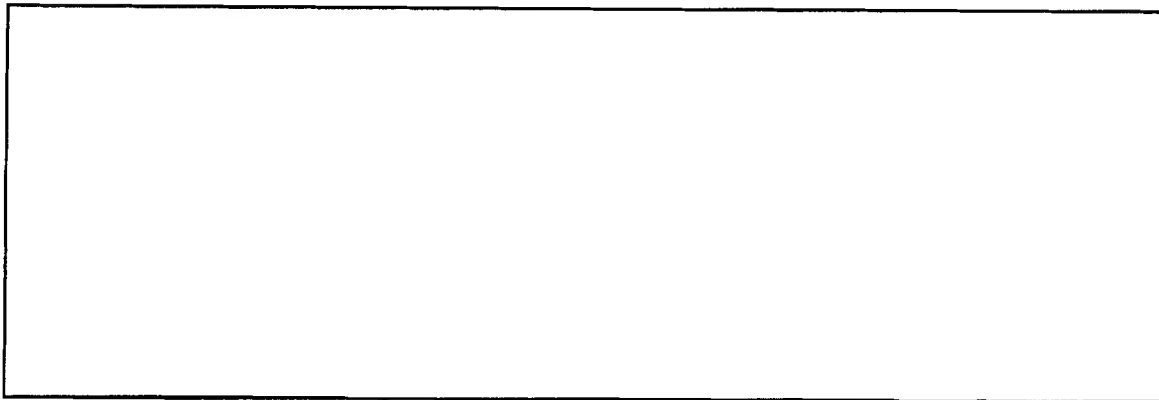
The Foreign Language Aptitude Testing Program has been further improved through research. This program is particularly valuable to the Agency in selecting students for extensive external training.

A revised Fitness Report was developed on a research basis and introduced Agency-wide through the Office of Personnel. The Assessment and Evaluation Staff participated in the development and presentation of a training program which installed this report form. The report is giving the Agency more specific information for personnel actions. It is markedly different from any known to be in use in any large organization.

Services to other components of the Agency have increased. Closer relationships with the Office of Personnel have resulted in more service being provided. A special study was conducted for the Cable Secretariat. A report on the psychological processes involved in brainwashing was prepared for the DCI. The Deputy Chief, Assessment and Evaluation Staff, was Chairman of the Working Committee which developed a policy pertaining to captured employees.

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B. Organizational Development

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of these two branches. Between May 1960 and the removal of the A&E Staff from OTR in March 1962, there were no further changes in staff structure.

The establishment of the [ ] within the Research and Testing Branch in November of 1959 reflects the development of the A&E program to transfer data processing from the IBM card system to the RCA 501 computer system. This program had started early in 1959 and went forward steadily. By May of 1960, preparations for the transfer had progressed to the point where the preliminary programming had been completed on the record data for one category of tests -- the Professional Applicant Test Battery -- and the program was sent to RCA for processing on magnetic tape. 54/ In October 1961, the DTR reported to the DDS that in March 1961 "the processing of professional test battery results on the RCA 501 computer became effective." 55/

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C. Support of Training

The kinds of routine support that the A&E Staff provided for OTR training programs are clearly indicated above in the DTR's statement of A&E's significant activities in fiscal year 1956 -- training evaluation and testing -- and some quantitative measure of this support is indicated. In addition to providing these routine services, the staff

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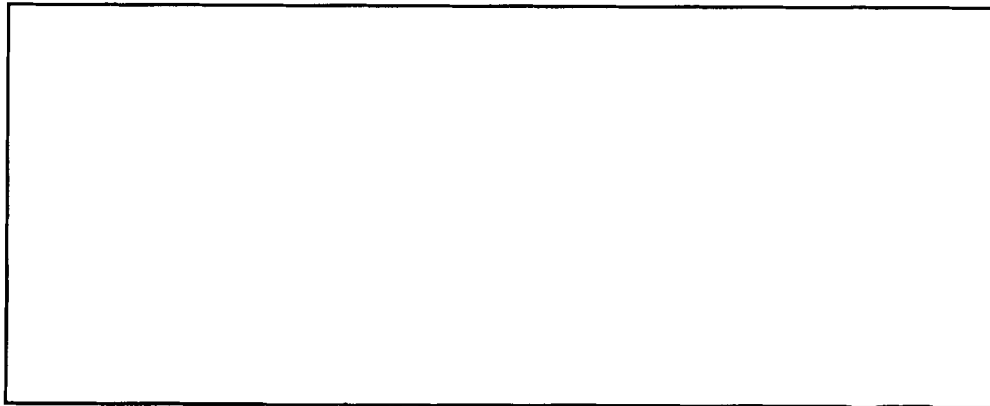
also provided an informal service to all OTR instructors -- a guidance service, so to speak. At all times, instructors had access to A&E people to consult on methods of presenting material, constructing exercises and tests, and evaluating student performance.\*

Although the JOT program and the language training program were the major training areas in which the A&E Staff was involved, operations training, overseas training, and covert training were also given strong support. For example, in December 1961, members of the staff gave a five-day course [REDACTED]

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25X1 [REDACTED] for the OTR Operations School. 56/ Some concept of the support provided overseas training is conveyed by the October 1961 weekly activities report of the Chief of the A&E Staff:

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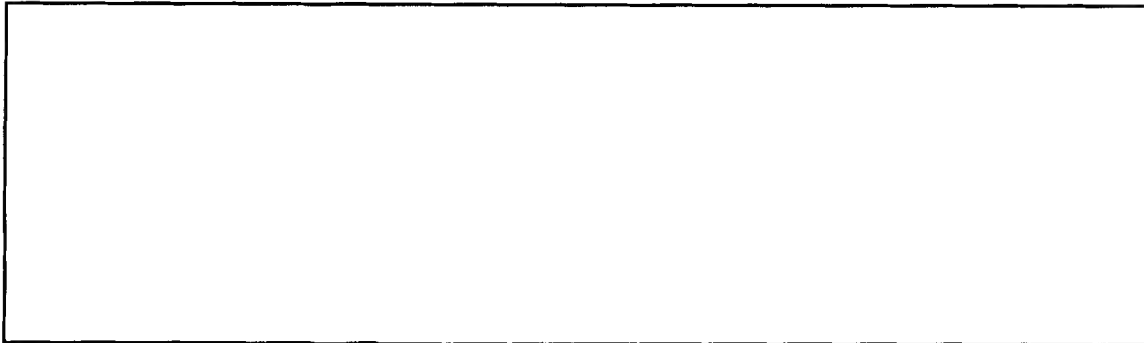


\* This kind of service was also provided by the OTR Educational Specialists; that activity is described later in this volume.

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preparation of coded scores, and research bearing on the relationship between test performance and trainee efficiency in training and/or operations.



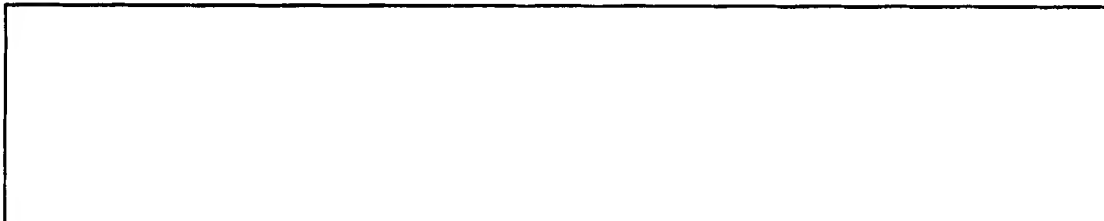
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D. Non-OTR Services

Actually, a large part of the total A&E effort was devoted to activities that were not directly -- or not solely -- related to OTR. For example, all of the testing and assessment necessary to Office of Personnel functions were done by the A&E Staff. A statistical record of testing completed in calendar years 1959, 1960, and the first six months of 1961 shows that the staff administered six different batteries of tests to job applicants and on-board employees. The number of per-

25X9 sons tested in 1959 was [ ] in 1960, it was [ ] and from January 25X9  
25X9 through June 1961, it was [ ] 58/

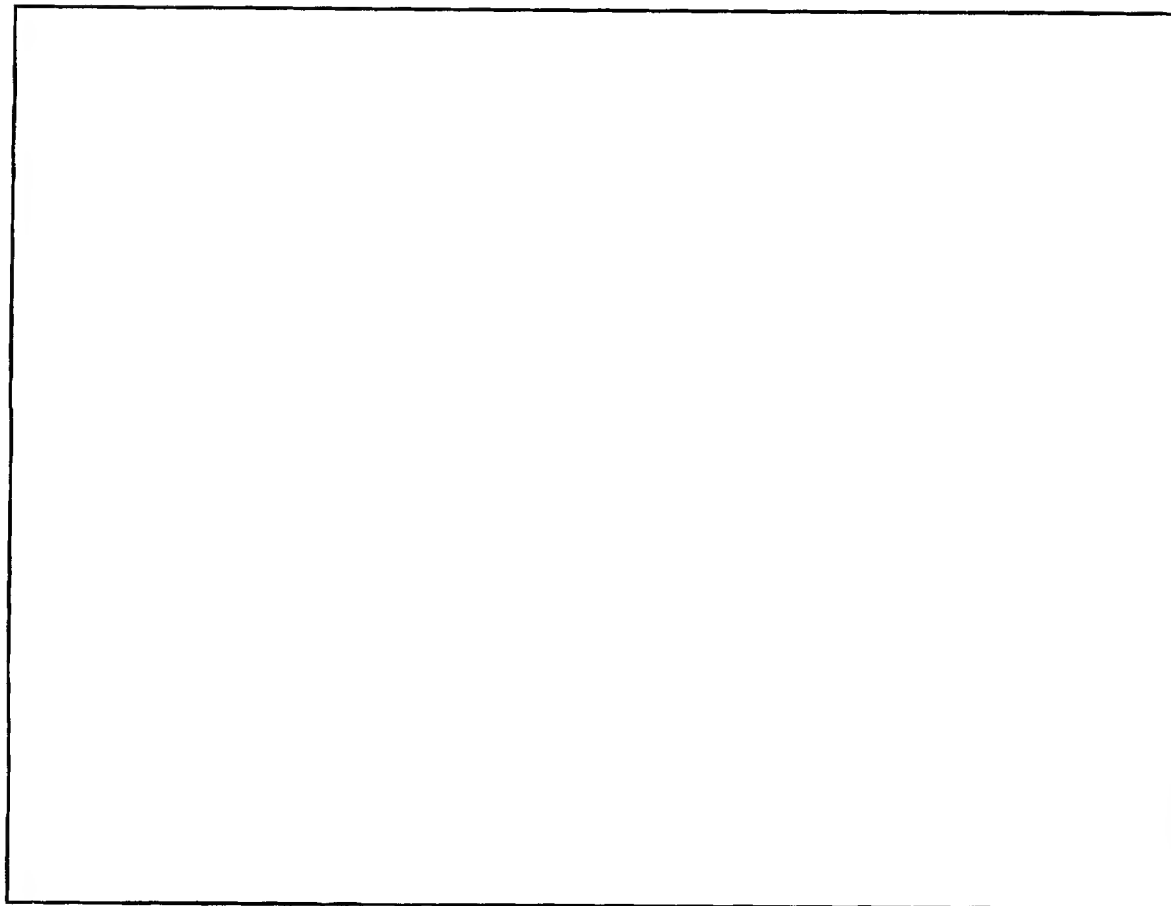
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These examples of the A&E services to the Office of Personnel and the DDP should not suggest limitation to those components. The staff provided similar kinds of psychological services for other components in the DDS, the DDI, and the DDS&T. Indeed, the work of the A&E Staff was so widely spread throughout the Agency that the 1962 organizational transfer from OTR to the DDS Medical Staff was a completely logical one. The transfer did not in any way diminish A&E

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services to OTR or alter the basic missions and functions of the staff in any way; it merely recognized the fact that the staff provided Agency-wide services.

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### VIII. The Registrar Staff

#### A. Background

The registrar function of the Support Staff has been mentioned above in general terms. To clarify the rationale for the establishment of the Registrar Staff, it is necessary here to describe the background in more detail.

##### 1. The Function Before March of 1957

Before March 1957, the various activities that are normally associated with the function of an academic registrar were divided among three components of OTR: the Support Staff, the Plans and Policy Staff, and the Language and Area School -- or its predecessor components. This divided-responsibility situation was a natural product of the growth of OTR during the early years; as new tasks arose or old tasks expanded, they had to be assigned to those in-being components with the capabilities for handling them. New components could not be created immediately to handle new or expanded responsibilities; manpower and money restrictions made that impossible. Consequently, the creation of the Registrar Staff had to await the time when the need for it was apparent enough to justify it. In the meantime, the responsibilities had to be divided.

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Before March 1957, there was in the Administrative Branch of the Support Staff a  This section was composed of a chief and a clerical assistant; the chief held a GS-07 or GS-09 grade, and the section was solely concerned with record-keeping. Two kinds of records were kept. One was a card file composed of 3" by 5" cards bearing the names of employees who had enrolled in training courses, identification of the courses taken, and beginning and ending dates of the courses. The second was a vault file composed of manila folders bearing the names of trainees and containing, in addition to the data recorded in the card file, all of the performance evaluations and assessments submitted by instructors during and at the completion of the courses. The card file provided immediate information about who had taken what courses when. The vault file provided information about the quality of performance in training and about the strengths and weaknesses of trainees as judged by instructors.

An incidental, but interesting, use of the vault file was made early in 1955, when the DDP was making a major cut-back in personnel assigned to the "German Mission," and dozens of DDP officers were returning from Germany and "walking the halls" while awaiting new assignments. At that time, OTR was badly in need of

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instructors for operations training, both at headquarters and [ ]

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[ ] Aware of the Germany exodus, Mr. Baird assigned [ ]

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then a member of the Plans and Policy Staff, to the job of identifying those returnees who would make effective instructors. Dr. [ ]

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obtained weekly lists of the DDP officers scheduled to return from Germany and then went to the vault files and examined the training records of the people listed. Through this procedure, several highly qualified DDP officers were brought into OTR to fill instructor positions. 62/

As time passed and OTR training activities expanded, both the card file and the vault file grew to almost unmanageable proportions, and gradually it became obvious that some other recording system had to be devised. This, of course, was done later by conversion of the records to the IBM system. Until March 1957, however, the manual filing system was used and was effective.

During the years before 1957, the Plans and Policy Staff was responsible for all training publications -- including catalogs, course descriptions, and bulletins related normally to the registrar function. Actual processing and printing of the publications was handled by an element of the Support Staff, but the PPS prepared all of the substantive material contained in the publications and supervised

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dissemination. The PPS also conducted all of the liaison activities related to the registrar function -- meeting with component training liaison officers and with non-Agency training groups.

In addition, PPS was responsible for the "oversight" of component training activities. At this time -- actually, from October 1954 to June 1960 -- the "5-percent policy" was in effect,\* and one of the evasive measures being used was claiming all kinds of component training programs as creditable toward the 5-percent requirement. OTR was forced to evaluate such claims and, consequently, to examine all component training activities. During the 1955-57 period, Mr. Paul

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was the PPS officer assigned to component-training watching.

Until March 1957, the Language and Area School (LAS) and its predecessor, the Language and External Training School, were responsible for external training. Although the Language and Area School had established basic external training practices and maintained a collection of catalogs and other information on external facilities, the actual enrollment in external training involved tedious procedures. An external training request had to be "walked through" by the requestor.

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\* See OTR-6, p. 28.

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He first went to LAS for confirmation of the validity of the request and the availability of the training requested. He then went to the registration section in the Support Staff for recording of "pending" training; next he went to the DTR or the OTR Executive Officer for approval of his request and thence to the OTR budget section for certification of allocation of funds. Having obtained this, he went to the Agency finance office for an advance of funds. After that, he could go to the external training facility and enroll in the course he wanted.

## 2. Consolidation of Functions

Although the establishment of the Registrar Branch in the Support Staff and the assignment of Dr. [ ] as chief of the branch was not announced until March 1957, 63/ Dr. [ ] actually began the job of consolidating all of the registrar functions early in February. 64/ He was transferred to the registrar section of the Support Staff from the Language and Area School, where he had been handling, among other things, the external training responsibilities. These went with him to the new assignment, and the registrar-related functions of the Plans' and Policy Staff were transferred to Dr. [ ] group soon thereafter.

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The March announcement of the establishment of the  
25X1 Registrar Branch and Dr. [ ] appointment as chief did not include  
a statement of the functions and responsibilities of the new branch.  
Not until October 1957 was such a statement issued. This came in the  
form of an OTR notice that explained the rationale of the action and  
listed seven categories of duties and responsibilities assigned to the  
new branch. 65/ These duties and responsibilities were essentially  
2: those that were later assigned to the Registrar Staff when it was estab-  
lished, and they are described below in that context.

By early 1958, Dr. [ ] and his group had pulled  
together all of the formerly scattered registrar functions, had estab-  
lished an organizational pattern, and had devised effective procedures.  
It was apparent to Mr. Baird at that time that the scope of activities  
of the branch was so broad that staff status was warranted. In May  
1958, an OTR notice announced the dissolution of the Registrar Branch  
of the Support Staff and the establishment of the Registrar Staff. 66/\*  
The notice identified the specific functions of the staff and appointed  
people to key positions.

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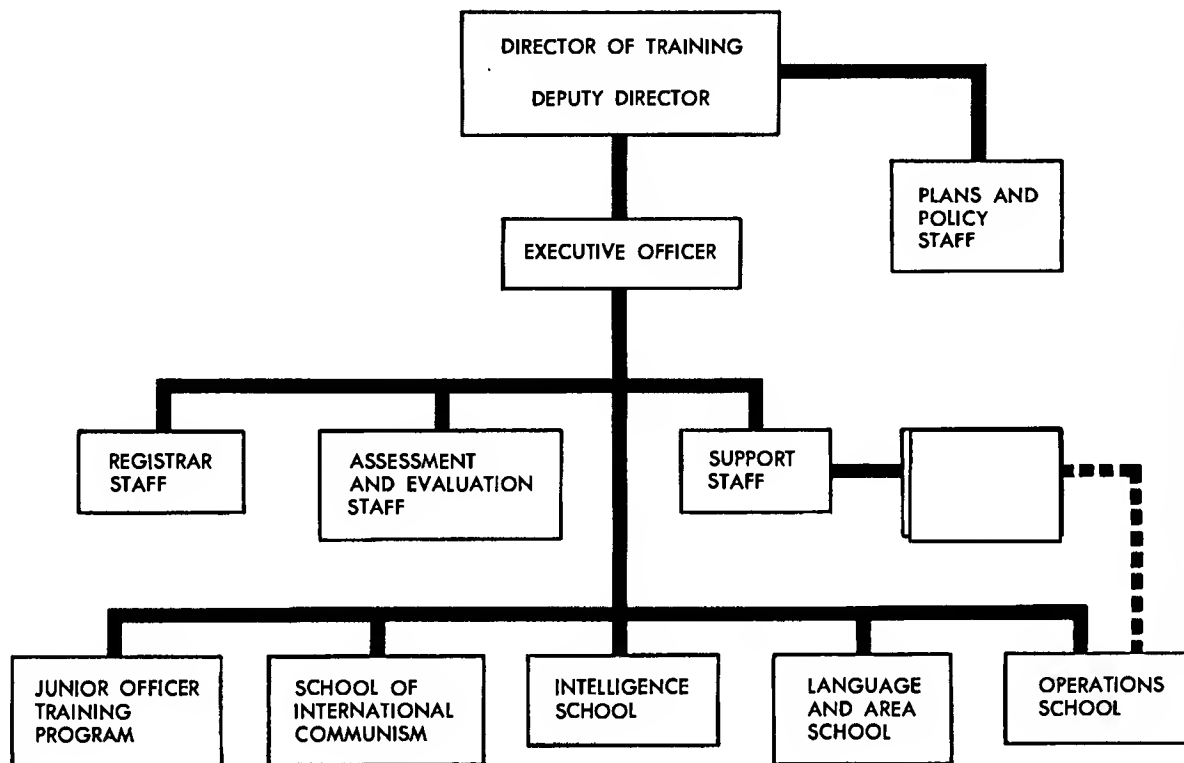
\* See Figure 4, p. 76.

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Figure 4

## ORGANIZATION OF THE OFFICE OF TRAINING

9 May 1958



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ORGANIZATION OF THE OFFICE OF TRAINING AS OF 9 MAY 1958,  
SHOWING THE ESTABLISHMENT OF THE REGISTRAR STAFF; BY OTR  
NOTICE NO. 13-58, 9 MAY 1958.

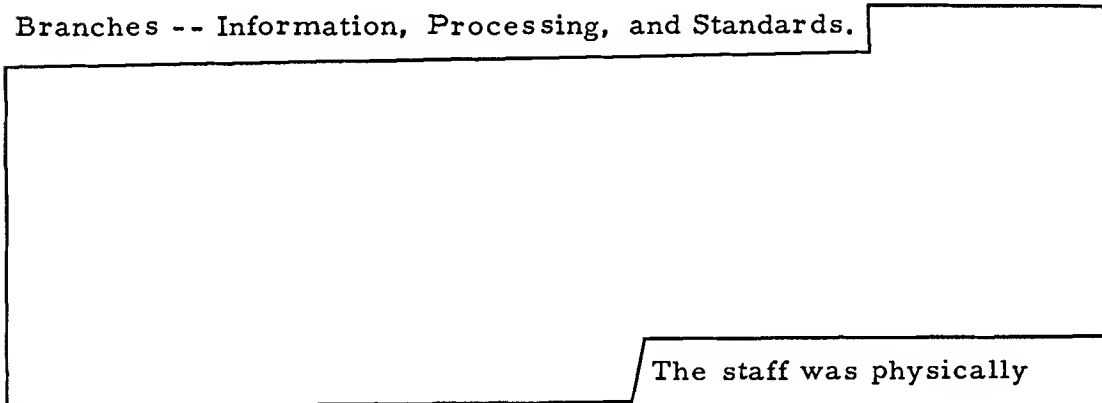
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B. Organization and Activities

The organization established by the notice was composed of the Registrar (chief of the staff), the Deputy Registrar, and three  
25X1 Branches -- Information, Processing, and Standards.



The staff was physically

located in Alcott Hall, one of the buildings in the Potomac Park area.\*

The May 1958 notice listed fifteen specific functions of the staff, which fall logically into seven major categories. The first was the advisory function; the staff was to serve the entire Agency, including individual employees, by giving advice on matters of training of all kinds -- not only OTR training, component training, and external training but also on training and education that were not directly related to the Agency's mission. A second function was that of record keeping.

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\* On 30 June 1958, the staff moved from Alcott Hall to Quarters Eye. 67/ In December 1960, it again moved -- from Quarters Eye to Barton Hall; 68/ and in November 1961, it moved to I Building, 69/ where it stayed until OTR moved into the new Headquarters Building.

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The charge here was a comprehensive one; it included the maintenance of "appropriate records" of OTR training, OTR-approved external training, and non-OTR component training. It also included maintenance of a Language Qualifications Register and the recording of OTR history.

A third function was that of Liaison. The staff was to represent the DTR at all meetings of Agency training officers and at all non-Agency meetings related to training activities, both within the government community and in the non-government educational community. In addition, the staff was to conduct all of the liaison necessary in the coordination of OTR and Agency issuances that affected training in any way.

A fourth function was the handling of all matters of external training. There were several aspects of the external training charge that were stated specifically in the notice. For example, the staff was to "establish and maintain, in coordination with appropriate components of the Agency, liaison with officials in Government and private institutions in the United States and overseas for the purpose of effective use of external training programs, and for the purpose of strengthening and improving training programs." The staff was also assigned to

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"review, approve, or recommend for approval" all requests for external training, to establish and support the qualifications review panels required for that purpose,\* and to process all details connected with external training.

A fifth function was the monitoring and review of component training -- those training programs conducted by Agency components other than OTR. The DTR had the regulatory responsibility for reviewing and evaluating component training, and -- as noted above -- while the 5-percent policy was in effect, OTR kept a close watch on such programs. A sixth function, that of planning and reporting, involved the determination of Agency-wide training requirements and the systematic reporting of these in the form of a training plan -- usually on an annual basis -- and providing the DTR and other Agency officials with statistical data on Agency training activities -- internal, external, and component.

A seventh function was the preparation, editing, and publication of the OTR Bulletin, the OTR Catalog of Courses, and all other printed matter related to training. Included in this function was the

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\* This responsibility led in January 1964 to the establishment of a "secretariat" for the Training Selection Board. See above, p. 35.

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review of all OTR published material, whether or not it was related to the registrar function: the determination of suitable formats, the supervision of publication processes, and the dissemination of the finished publications.

In addition to these seven categories of functions, the staff was charged with the special task of determining the eligibility of Agency personnel for awards granted under the Language Development Program.\*

These, then, were the duties and responsibilities assigned to the Registrar Staff at the time that it was established, and -- with minor changes and a few additions -- they continued in the same pattern as long as the staff existed.\*\* In 1958, the many tasks were distributed among the three branches of the staff. The Information Branch handled the advisory function, the records-keeping function, the planning and reporting function, the publications function, the language awards function, and a major part of the liaison function. The

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\* The details of the Language Development Program are covered in a later volume.

\*\* On 14 March 1969, the Registrar Staff was abolished, and its functions were absorbed by the newly created Instructional Support Staff.

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Processing Branch was responsible for all matters related to external training. The Standards Branch handled the monitoring and evaluation of component training and conducted all liaison involved in the coordination of OTR regulations and notices and of those Agency issuances that affected training in any way.

One of the many problems that Dr. [ ] and his staff faced in 1958 was that of establishing a manageable records-keeping system.

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The vault file was rapidly outgrowing the available space, and it was already apparent that eventually it would be impossible to continue the

25X1 old filing procedures. Dr. [ ] soon established the fact that training

records could be converted to IBM processing, and he proposed that a conversion project be initiated. The DTR approved the proposal, and

in June 1959 the project was started. 70/ The Office of Personnel had

already converted its record-keeping system to IBM, and Dr. [ ]

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and a special assistant, Mr. [ ] worked closely with the

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Office of Personnel in planning and in devising the code-card system

for training records. The project went forward steadily, and by early

1960 the IBM processing of training records had reached a current

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basis. On 28 April of 1960, the OTR Registrar reported that he had  
 25X9 sent "approximately [ ] code cards on internal training for the  
 period January-March 1960 to Machine Records." 71/

The next step in the sophistication of the record-keeping sys-  
 tem came about a year later. In May of 1961, the DTR issued an OTR  
 notice requesting OTR components to submit statements of possible  
 uses of the RCA 501 computer for data processing purposes. 72/ As  
 2 noted earlier in this chapter, the A&E Staff had already developed pro-  
 grams for the computerization of certain test data and had completed  
 the programming of the results of one kind of test battery. On 16 May  
 25X1 of 1961, Dr. [ ] submitted to the DTR a preliminary statement of  
 "requirements for RCA 501 computer output for the Agency Training  
 Record and related registrar data and reports." 73/ The work of con-  
 version from IBM to the 501 computer was begun soon thereafter and  
 2 was completed in June of 1962.\*

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 \* In July of 1966, another conversion was begun -- from the RCA 501  
 to the IBM 360 computer. The first complete IBM 360 run of the  
 Agency Training Record was delivered to OTR in December of 1968.  
 This information was verified by the records of the Office of Com-  
 puter Services.

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## IX. Development of Training Methods

### A. Introduction

During the 1956-66 period, there were three support activities, inter-related and often overlapping, designed to improve training methods by keeping abreast of developments in the educational profession and by devising ways and means of applying new methods and techniques to Agency training. It is impossible to record here the full details of these three activities, but summary treatment is certainly warranted.

### B. The Educational Specialists

From the beginning of OTR as an Office, there had always been a branch or a staff activity devoted to the improvement of the quality of training programs through the refinement of teaching techniques. Gradually this kind of activity was absorbed by the A&E Staff, and a clear separation of the quality control of training from the physical support of training developed. The Support Staff continued to provide training support in the area of training aids of all types, and the A&E Staff was responsible for methods and techniques.

Until late 1958, the psychologists of the A&E Staff worked directly with OTR instructors in the analysis, evaluation, and improvement of training methods. In November 1958, Dr. [ ] an

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experienced educational specialist, was recruited by the A&E Staff for the primary purpose of developing an instructor training program for OTR. By late December 1958, Dr. [ ] had completed an analysis of the instructor training problem and had submitted a general proposal for a solution. 74/ Early in January 1959, the A&E chief converted Dr. [ ] general proposal to a specific recommendation. 75/ The DTR approved the recommendation, and Dr. [ ] was soon established in the instructor training business.

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In August 1959, for some reason not disclosed in any of the documents relating to the situation, \* Dr. [ ] and his instructor training program were transferred from the A&E Staff to the Plans and Policy Staff. 76/ Dr. [ ] title at the time was stated as "Education Specialist." Soon after the transfer was made, Mr. Baird sent to

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\* The rationale behind the transfer may have been based on any one, or all, of three conditions at the time. Mr. Baird had begun to feel that [ ] was over-aggressive in empire building; the instructor training program had acquired the headshrinker stigma inevitably associated with the A&E Staff; and all inter-school programs were then centered in the PPS. It is the opinion of a senior OTR officer who was a school chief at the time that the first of these three conditions was the real reason for the transfer, and the third was the ostensible reason.

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25X1 Dr. [ ] a memorandum clarifying his responsibilities as "Educational Specialist." 77/ The memorandum stated that the objectives of the Educational Specialist were:

Those concerned with increasing OTR capabilities in all aspects of: a. Course and curricula planning, b. The design and development of improved instructional methods, c. The preparation and reproduction of simplified and effective instructor and student training materials, d. Audio-visual aids, e. Trainee evaluation.

25X1 The memorandum then went on to specify the functions involved in each of these responsibilities. A later paragraph added another task:

In order to improve the high standards of training set by the Agency it will be necessary for you to keep abreast of educational developments in outside sources, particularly governmental agencies, both civilian and military, ascertaining how the latest developments and techniques may be integrated into our training programs whenever applicable. \*

All of these charges constituted a most formidable task; and before the end of 1959, a second educational specialist, Mr. David

25X1 [ ] had been appointed to assist Dr. [ ] Also before the

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25X1 end of 1959, Dr. [ ] had proposed, and had accomplished, the establishment of an OTR Education Committee.

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\* Most of the text of Mr. Baird's memorandum was later incorporated in a 9 February 1960 draft of OTR REGULATION No. 25- , concerning "Methods and Techniques of Instruction and Instructor Training." There is no evidence that this draft was ever published.

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C. The Education Committee

There appears to have been no official OTR regulation or notice establishing the Education Committee; but there is a record of the first appointment of members of the committee on 27 October of 1959, 78/ and there is a record of the first meeting of the committee -- on 29 October, 79/ The function of the committee was stated in the 9 February 1960 draft of an OTR regulation.\* The committee was to discuss educational and training matters of common concern -- presumably to all OTR schools and staffs; it was to "share experiences and exchange ideas concerning training methods, techniques, organization, and procedures, and, in some cases to coordinate training plans and programs"; and, finally it was to "develop and carry out, within its capabilities, agreed tasks and projects of over-all value to the OTR mission, and in this connection, first priority will be given to development and maintenance of an OTR Handbook for Instructors." The committee was to be chaired by the OTR Educational Specialist; its regular members were to be "a senior representative of each OTR School and Staff, plus a training representative from the [redacted]"

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\* See footnote, p. 86.

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There was also provision for other OTR and Agency personnel being invited to attend meetings and take part in committee activities "as appropriate."

The first business of the committee was, indeed, the "OTR Handbook for Instructors." 80/ The preparation of such a handbook had been assigned to the Registrar Staff early in 1959, but little progress had been made; apparently OTR-wide agreement on what it should contain was impossible to reach. 81/ In any event, the committee addressed itself to the handbook problem and assigned preparation tasks. By September 1960, the committee had decided to combine the work completed on the "instructor handbook" and the work previously done by the Registrar Staff and issue the result as a pamphlet called "Guidelines for Effective Teaching." 82/ This publication was completed and issued late in December of 1960.\*

The Education Committee concerned itself with a wide variety of training activities. In addition to the "guidelines" publication for OTR instructors, the committee developed a guide for component

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\* The pamphlet was rudimentary -- of no value to the experienced teacher but of some help to the officers who were thrust into the classroom without preparation.

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Training Liaison Officers (TLO's) and re-designed course report and student evaluation forms and lesson planning. Several exhibits of audio-visual devices and demonstrations of audio-visual teaching techniques were presented. The committee called in both Agency experts and outside speakers to discuss new developments in training -- including such things as closed-circuit TV, programmed instruction, the use of automatic data processing, and the use of gaming techniques. The committee also sponsored visits to non-Agency training facilities.

25X1 In June 1964, Dr. [ ] was reassigned, and Mr. [ ] 25X1  
took over as the sole educational specialist and chairman of the Education Committee. About a year later, Mr. [ ] died suddenly. 25X1  
Thereafter there was no educational specialist appointed, and the committee became inactive. The Intelligence School unofficially took over the instructor training function, the Support Staff re-assumed responsibility for audio-visual support and development, and the functions of the Committee -- after 1965 -- were assigned to other staff components.\*

25X1 \* In March 1969, an Instructor Training Branch was established in the newly created Instructional Support Staff. This branch, with Mr. [ ] as chief, assumed all of the functions formerly performed by the educational specialists and the committee.

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D. Programmed Learning

In the middle and late 1950's, the "machine teaching" concept began to get serious consideration in education and training. At this time, the OTR A&E Staff was responsible for training methods and techniques, and Dr. [ ] was assigned to keep abreast of developments in the field of machine teaching and to explore the application of the mechanical devices to OTR instruction. Very soon it became apparent that the "hardware" approach to new teaching techniques was only one part of a broad new field of "programmed instruction," and Dr. [ ] included the "software" -- programmed texts -- in his study.

Dr. [ ] early work led to the conclusion that the Intelligence School and the Language and Area School offered the best possibilities for experimental application of programmed instruction. In October 1959, Dr. [ ] was assigned to the Intelligence School as Specialist in Programmed Instruction. <sup>83/</sup> The assignment was made with the understanding that Dr. [ ] work would apply to all OTR schools. In fact, the first fruitful experimental work was done in the field of foreign languages. Thereafter, programmed instruction material was developed for the Intelligence School and the Operations

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25X1 School. Dr. [ ] worked closely with non-Agency and non-government research organizations, and much of the actual programming was done by contractors working under the guidance of OTR substantive specialists. 84/

25X1 Dr. [ ] continued in his position with the Intelligence School until May 1962, when he was reassigned to the Plans and Policy Staff -- still as Specialist in Programmed Instruction. He was in the PPS position until July of 1964, when he returned to the A&E Staff -- then a component of the DDS Office of Medical Services. Dr. [ ] continued, however, to devote a major part of his time to OTR's interests in programmed instruction.

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#### X. Summary and Conclusions

The purpose of this volume has been to record and describe the developments, activities, and programs that were OTR-wide during the period from July 1956 to the end of 1965. For convenience of summation, the coverage of the volume can be divided into three general areas: management, staff work, and training methods. In each of these areas there were certain significant developments that affected the character of OTR as an organization and from which experiential lessons can be drawn.

In the area of management, there was a gradual but steady progress toward systemization in the handling of the career development of OTR personnel. During the formative years of OTR, from 1951 to 1956, the career development of an OTR instructor or staff member was largely a matter to be determined by the individual and Mr. Baird on a person-to-person basis. Mr. Baird's talent for knowing people and their problems made this not only possible but also effective as long as OTR was a relatively small unit. As OTR began to expand, and as Mr. Baird's responsibilities increased, the person-to-person approach became more difficult. The solution was the establishment of the OTR Career Service Board; the Board was still dominated by Mr. Baird, and he

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never relinquished final authority on decisions of rotational assignment, internal placement, and promotion, but it did provide him with sound guidance in the form of specific recommendations on such matters. In addition, the Board became an effective piece of managerial machinery for the DTR's who followed Mr. Baird, DTR's whose managerial methods were much less personalized than Mr. Baird's.

Another significant development in the management area was the establishment of systematic procedures for the selection and management of Agency personnel in external training programs. Although the Training Selection Board itself was not established until 1964, the need for such a mechanism was apparent as early as 1956; and from that time on, there was steady progress toward elimination of the inefficient and often wasteful methods by which external training had been handled in the past. Perhaps the development of the Training Selection Board was one of OTR's greatest contributions to the organizational efficiency of training in the Agency; and undoubtedly it was one of Mr. Baird's most useful legacies to the DTR's who followed him.

In the area of staff work, one significant development was the emergence of the Plans and Policy Staff as a sort of executive secretariat for the DTR. At the beginning of the 1956-66 period, the PPS

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was a small unit primarily concerned with the processing of routine reports and the doing of staff-study chores. Gradually -- again as OTR and the DTR's responsibilities expanded -- the PPS became the working arm of the DTR in matters of management, coordination, and liaison. As did the OTR Career Service Board, the PPS gradually replaced the highly personalized managerial style by which Mr. Baird had directed OTR activities during the early years.

A second development of major importance in the area of staff work was the gradual erosion of the Support Staff "empire" during the 1956-66 period. Early in the period, the Support Staff was by far the largest of the OTR staffs and had jurisdiction over virtually all non-training activities. The Chief of the staff, indeed, was the DTR's Executive Officer and exercised considerable authority in decision making. By the end of 1965, however, the staff no longer controlled the registrar function, the library services, or the

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To what extent this reduction in responsibility was the result of normal and logical reorganization and to what extent it was the result of Mr. Baird's loss of confidence in the capability of the Chief of the staff is

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open to question. There is no question, however, about the fact that there was some loss of confidence involved; the writer of this report was closely associated with both men throughout the period.

The most significant development in the area of training methods was the early exploration of the programmed instruction technique and the subsequent rejection of it as a major training method. OTR was probably the first government training unit to become interested in the possibilities of programmed instruction and to initiate pilot programs; but the programs never got beyond the pilot stage. The ostensible reason for the rejection of programmed instruction was the high cost involved. The real reason, probably, was the fact that in OTR there were very few professional teachers, and the intelligence officers -- very good ones, to be sure -- who were acting as teachers were suspicious and intolerant of sophisticated academic methods. They felt that operational experience was the sine qua non of training and little else mattered. The exploration of programmed instruction did not stop altogether, of course, and after Mr. Baird's retirement at the end of 1965 he returned to the Agency as a contract consultant and headed a

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small group that continued to study the possibilities of adapting programmed instruction to OTR programs. That, however, is a story that must be told in a later historical report.

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# Appendix A

## SOURCES

1. Report of OTR Activities, Fiscal Year 1956, undated, ☐ (in files of OTR Historian). 25X1
2. OTR NOTICE No. 20-56, 15 Jun 56, ☐ 25X1
3. OTR NOTICE No. 13-58, 9 May 58, ☐
4. OTR REGULATION No. 1-1, 8 Apr 60, ☐ 25X1
5. OTR NOTICE No. 1-65, 12 Jan 65, ☐ 25X1
6. Chronology prepared for DTR's Tenth Anniversary Report of Progress, undated, ☐ (in files of OTR Historian). 25X1
7. OTR REGULATION No. 20-9, 6 Dec ☐ 25X1
8. OTR REGULATION No. 20-4, 21 Dec ☐
9. OTR REGULATION No. 20-4, 10 Mar ☐
10. OTR NOTICE No. 25-61, 28 Dec 61 ☐
11. OTR REGULATION No. 20-7, 14 Oct ☐
12. OTR REGULATION No. 20-7, 27 Jun ☐
13. OTR NOTICE No. 22-57, 9 Aug 57, ☐
14. OTR NOTICE No. 28-60, 13 Dec 60 ☐

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15. Office of Training History, 2 Jan 51 to 1 Jun 52, ☐ p. 17 (unpublished paper in files of CIA Historical Staff).

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25X1 16. CIA NOTICE No. ☐ 1 Jul 52, ☐

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17. Memo, Chairman, CIA Career Training Board, to Members of the CIA Career Training Board, sub: Career Training Program, 18 Dec 62, ☐

18. Action Memo No. A-283, Executive Director to Director of Personnel via DDS, sub: Attendance at the Senior Service Schools and the Foreign Service Institute, 6 Aug 63, ☐

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19. Memo, DTR to DDS, sub: Suggestion by the Registrar, 18 Oct 63, ☐

20. Memo, DDS to DTR, sub: CIA Training Selection Council, 1 Nov 63, ☐

21. Action Memo No. A-304, from Executive Director to DDS, sub: CIA Training Selection Board, 24 Oct 63, ☐

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22. Memo for Executive Director, signed by initials, M. S. C., 31 Oct 63, CIA INTERNAL USE ONLY (Executive Registry 63-8179/1).

23. Memo, DTR to DDS, sub: CIA Training Selection Board, 25 Nov 63, ☐

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25X124. CIA NOTICE No.  sub: Training Selection Board,  
18 Dec 63,

25. Memo, Executive Director to DDS, sub:

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25X1 26. CIA REGULATION No.

27. Matthew Baird's comments (handwritten marginal notes and  
attached supplemental sheets) on draft of OTR-5 and OTR-6 of  
OTR History, 1951-66, p. 136 of draft (in files of OTR Historian).

28. Memo, Special Planning Assistant to the DDS to Directors of  
Communications, Finance, Logistics, Personnel, Security, and  
Training, and to the Chief, Medical Staff, sub: Annual Report to  
the President's Foreign Intelligence Advisory Board, 28 Apr 64,

25X

29. Memo, Chief, PPS to Chiefs of Intelligence School, Operations  
School, School of International Communism, Language and Area  
School, Assessment and Evaluation Staff, and to the Executive  
Officer, the Registrar Staff, and Chief, Junior Officer Training  
Program, sub: Report to the President's Board of Consultants on  
Foreign Intelligence Activities (Hull Committee), 16 Mar 60,

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30. Memo, Chief, Operations School, to Chief, PPS, sub: Report to  
the President's Board of Consultants on Foreign Intelligence  
Activities (Hull Committee), 25 Mar 60,

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31. Memo, Chief, JOTP to Chief, PPS, sub: Report for the Hull Committee covering the period 1 October 1959 through 31 March 1960, 25 Mar 60, ☐

32. Notes from OTR Weekly Activity Reports No. 19, 16 May 61, ☐  
(in files of OTR Historian).

33. Notes from OTR Weekly Activity Reports No. 7, 21 Feb 61, ☐  
(in files of OTR Historian).

34. Report of OTR Activities, Fiscal Year 1956 (1, above), Tab C.

35. Ibid.

36. Project Proposal submitted to the DCI by Acting Chairman, PRC, 25 Apr 52, ☐ (ER-2-8388, Trng. --200-52).

37. Memo, DTR to DDS, sub: Project ☐

38. Ibid.

39. Memo, Executive Officer, OTR to Comptroller, sub: Project

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40. Memo, Chief, Psychological and Paramilitary Operations Staff to DDS, sub: Additional Slots for Project ☐

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41. Memo, DTR to DDS, sub: Film Production Program for FY 1962, 7 Jul 61, ☐

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45. Memo for the Record, sub: Office of Training Briefing -- Plans  
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48. OTR Weekly Report, COS,  25X1  
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51. OTR NOTICE No. 13-58, 9 May 58
52. OTR REGULATION No. 1-1, 8 Apr
53. Report of OTR Activities, Fiscal Year 1956 (34, above), Tab C.
54. OTR Weekly Report, Chief, A&E to DTR, No. 18, 5 May 60,  25X1  
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59. Ibid., p. 51, Table B.
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- 25X1 62. Interview with Dr. [ ] 27 Oct 70 (record of interview in files of OTR Historian).
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